

## Message Text

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FOL RPT MONTREAL 1813 ACTION SECSTATE 29 NOV QUOTE

C O N F I D E N T I A L MONTREAL 1813

E. O. 11652: GDS

TAGS: PORG, EAIR, ICAO

SUBJ: ICAO: TECHNICAL ASSISTANCE PROGRAM IN USSR

1. PURSUANT TO DEPARTMENT AND FAA INQUIRIES DURING RECENT CONSULTATION USREP HAS HAD TWO LONG MEETINGS WITH DIRECTOR ICAO TAB RE DETAILS OF NEW USSR PROGRAM AS DISCUSSED BY HIM AT RECENT KUALA LUMPUR MEETING OF DGCAS. AS INDICATED BY USREP, PROGRAM HAS BEEN DEVELOPED BY ICAO IN NEGOTIATIONS WITH USSR AND UNDP IN AN EFFORT TO UTILIZE NON-CONVERTIBLE RUBLES ON A REASONABLE BASIS. THE AMOUNT IS 2 MILLION RUBLES SIMPLY BECAUSE IT WAS A FIGURE "PULLED OUT OF THE AIR" BY VIVIAN (DIRECTOR TAB). ORIGINAL USSR PROGRAM PROPOSAL FOR THAT AMOUNT PROPOSED 44 "COURSES." VIVIAN OBJECTED TO THE PRO RATA COST AND RESULT WAS USSR DOUBLED THE FELLOWSHIPS TO 88 (THROUGH HALFING THE PRO RATA CHARGE.) A SERIOUS PROCEDURAL QUESTION AROSE FROM THE STANDPOINT WHETHER OR NOT THESE FELLOWSHIPS WOULD BE CHARGED AGAINST THE COUNTRY'S INDICATIVE PLANNING FIGURES (IPFS). APPARENTLY UNDP AT FIRST HAD THE IMPRESSION THAT THESE AMOUNTS WOULD NOT REPEAT NOT BE CHARGED AGAINST IPFS, BUT WOULD BE "CONSIDERED OUTSIDE". AFTER FINALIZING PROGRAM ARRANGEMENTS HOWEVER, UNDP TOLD ICAO THAT FELLOWSHIPS WOULD COME OUT OF

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IPFS. COMPROMISE RESULTED IN "BUY NOW -- PAY LATER" APPROACH

SO THAT THE FELLOWSHIPS AND PROGRAM START IMMEDIATELY, BUT WILL BE CHARGED AGAINST IPFS ONLY IN 1981. THE REASONING WAS THAT ANTICIPATED GROWTH IN THE TOTAL IPFS WOULD MAKE AVIATION TRAINING AMOUNTS PROPORTIONATELY REPEAT PROPORTIONATELY SMALLER THUS REDUCING THE IMPACT WITH RESPECT TO OTHER CURRENT PROGRAMS OF HIGH PRIORITY, E.G., AGRICULTURE, HEALTH, ETC.

2. THE PROGRAM IS ALREADY BEING OFFERED AND SIX MALIANS WERE ENROLLED AND ARE IN USSR WEEK OF NOV. 22.

3. RE THE PRINCIPLE OF "EARMARKING" FUNDS, USREP TOSSED OUT THE IDEA OF US DOING SOMETHING SIMILAR, I.E., SETTING ASIDE A CERTAIN AMOUNT OF UNDP CONTRIBUTIONS EARMARKED FOR AVIATION FELLOWSHIPS. VIVIAN'S RESPONSE WAS IMMEDIATELY NEGATIVE AND SAID ICAO WAS NOT INTERESTED IN ENCOURAGING THIS UNFORTUNATE PRACTICE. THEIR NEGOTIATIONS WITH USSR WERE DESIGNED TO UTILIZE VERY LARGE SUMS OF MONEY WHICH WERE LYING IDLE, IN A TIME WHEN NOT ONLY IS UNDP FINANCING IN TROUBLE BUT THIS SITUATION HAS HAD AN ESPECIALLY SERIOUS IMPACT ON AVIATION PROGRAMS WHICH ARE USUALLY DISCARDED FIRST WHEN TIGHT PRIORITIES DEVELOP.

4. USREP ENGAGED VIVIAN IN LONG AND DETAILED DISCUSSION ABOUT VARIOUS ALTERNATIVE POSSIBILITIES WITH RESPECT TO THE US CONSIDERING EXPANDING ITS AVIATION TRAINING PROGRAMS (FELLOWSHIPS). PRESENT TECHNICAL TRAINING FOR ICAO IN US IS OF SHORTER DURATION THAN FOUR YEAR COURSES OFFERED IN USSR AND GENERALLY ARE AT THE MORE ADVANCED TECHNICAL LEVEL. (USSR PROGRAMS ARE BASIC "STARTING FROM SCRATCH" AND INCLUDE ONE YEAR OF RUSSIAN LANGUAGE.) CURRENTLY AND FOR SOME TIME THE US HAS MADE ITS TRAINING FACILITIES AT KLAHOMA CITY/FAA AVAILABLE TO ICAO AT 40 O/O DISCOUNT. A SUM DERIVED FROM THAT DISCOUNT WAS UTILIZED THREE YEARS AGO BY THE US IN POINTING OUT TO LDCS THAT WE MAKE SIZEABLE "VOLUNTARY CONTRIBUTIONS". VIVIAN DISCUSSED THE POSSIBILITY OF FURTHER REDUCTIONS WHICH WOULD IN FACT DELETE ANY CHARGE TO ICAO EXCEPT THOSE BEYOND CONTROL -- THAT IS TRANSPORTATION TO AND FROM, AND PER DIEM. THIS WOULD IN FACT BE REPRESENTATIVE OF "EARMARKED FUNDS" BUT WOULD OF COURSE BE IN ADDITION TO OR OUTSIDE OF THE PROGRAMMED UNDP FUNDS.

5. USREP DOES NOT KNOW BASIS FOR 40 O/O DISCOUNT, IF IT COULD BE CONFIDENTIAL

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INCREASED SUBSTANTIALLY (EVEN DOWN TO THE INVARIABLES) AND SOME LONG TERM COURSES OFFERED. THIS COULD HAVE AN EVEN GREATER IMPACT THAN THE SOVIET PROGRAM WHICH REPRESENTS A SERIOUS NON-COOPERATIVE INFLEXIBILITY RE UN PRINCIPLES. FYI: FOR DISCUSSION PURPOSES USREP ASKED VIVIAN WHETHER THE UNDP POSTPONEMENT OF CHARGING AGAINST THE IPFS MIGHT BE APPLIED TO ANY SPECIAL ARRANGEMENTS MADE BY THE US - HE INDICATED THAT UNDER NO CIRCUMSTANCES WOULD THIS PRACTICE BE REPEATED. END FYI. VIVIAN SAID

THAT ALREADY SOME OTHER COUNTRIES HAVE EXPRESSED INTEREST IN THE  
POSSIBILITY OF PROVIDING NON-CONVERTIBLE OR BLOCKED CURRENCIES FOR  
ICAO USE AND HE DOES NOT INTEND TO ENCOURAGE THESE  
INQUIRIES IN ANY WAY.

6. IF US WISHES PURSUE INCREASED INVOLVEMENT IN AVIATION TRAINING  
THROUGH ICAO THERE ARE SOME ALTERNATIVES AVAILABLE BUT THEY MUST  
BE EXPLORED IN GREAT DEPTH AND I WOULD SUGGEST THAT VIVIAN COME  
TO WASHINGTON AT AN APPROPRIATE TIME FOR EXPLORATORY DISCUSSIONS  
AND EXCHANGE OF VIEWS ON THIS AND THE SUBJECT OF AFRICAN  
REGIONAL AVIATION ASSISTANCE WHICH IS DISCUSSED SEPTEL.  
HARPER

UNQUOTE ROBINSON

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